WAJIR COUNTY
ACTION PLAN TO PREVENT AND COUNTER
VIOLENT EXTREMISM

2018 - 2023
Acknowledgment

We wish to acknowledge all those who participated in the development of the Wajir County Action Plan to Prevent and Counter Violent Extremism (WCAP). We acknowledge and sincerely thank the contributions of Wajir County Commissioner Mr. Loyford Kibaara and Wajir County Governor Hon. Mohamed Abdi for leading the process of developing the WCAP. We also thank the different stakeholders who took part in the different stages of the process. These include: Faith Based Organizations (FBOs), Traditional Institutions, the Business Community, Women Representatives, Youth Representatives, the Media, Civil Society Organizations (CSOs), and Learning Institutions. Additionally, our sincere thanks and appreciation goes to the following important partners: Wajir Peace and Development Agency (WPDA), which was the lead local partner and coordinated all the activities of the WCAP process; Kenya NiWajibu Wetu (NIWETU), which supported the process; Malaika Foundation, which provided technical assistance; and the National Counter-Terrorism Centre (NCTC), which provided quality control and ensured that the final product was consistent with the requirements of its National Strategy to Counter Violent Extremism (NSCVE) and the Guidelines to Developing County Action Plans (GDCAP).
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<td>Annual Development Plans</td>
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<td>Anti-Terror Police Unit (ATPU)</td>
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<td>Global War on Terror</td>
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<td>IED</td>
<td>Improvised Explosive Device</td>
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<td>Law Society of Kenya</td>
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<td>MEAL</td>
<td>Monitoring, Evaluation and Learning</td>
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<td>National Cohesion and Integration Commission</td>
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<td>PCVE</td>
<td>Preventing and Countering Violent Extremism</td>
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<td>POTA</td>
<td>Prevention of Terrorism Act 2012</td>
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<td>PESTLE</td>
<td>Political, Economic, Social, Technological, Legal and Environmental factors</td>
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<td>Parents Teachers Association</td>
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<td>Persons Living With Disability</td>
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<td>Sub-County Peace Committees</td>
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<td>SWOT</td>
<td>Strengths, Weaknesses, Opportunities and Threats</td>
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<td>SPSS</td>
<td>Statistical Package for Social Science</td>
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<td>SLAA</td>
<td>Security Laws Amendment Act, 2014</td>
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<td>TJRC</td>
<td>Truth, Justice and Reconciliation Commission</td>
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<td>Teachers Service Commission</td>
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<td>Wajir Peace and Development Agency</td>
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<td>United Nations Secretary General</td>
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Wajir CAP Summary Table

VISION
A prosperous and secure Wajir County free from fear

MISSION
To enhance partnership in the promotion of constitutional values and principles of governance towards elimination of factors that foster violent extremism.

Expand the Rule of Law and Justice Systems in Wajir County

Establish CVE Forums for effective and efficient implementation of WCAP.

Build a collective platform of religious leaders, women, politicians and youth for action against VE.

Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.

Establish CVE Forums for effective and efficient implementation of WCAP.

PRIORITY PILLARS
1. Faith Based Ideology
2. Education
3. Security
4. Women
5. Political
6. Access to Justice
7. Rule of Law

SUPPORTING PILLARS
1. Media and Online
2. Psychosocial
3. Legal and Policy
4. Training and Capacity Building
5. Arts and Culture
Definition of Terms

Where applicable, some of these definitions have been adopted from the NSCVE, which was developed by the NCTC.

**Advocacy**

These are activities which will be undertaken during the Action Plan implementation process to influence policies which support CVE initiatives.

**Alternative Narratives**

Development of narratives which neutralize narratives advanced by extremists and extremists organizations.

**Countering Violence Extremism**

These are activities proposed for implementation by the Action Plan to reduce the number of people who are sympathetic to violent extremist groups in Wajir County.

**Capacity Building**

Providing the community with skills which enable citizens to empower themselves economically, socially, and politically, hence reducing their vulnerabilities to violence extremist ideologies.

**De-radicalization**

Refers to concerted efforts directed at radicalized individuals to cause them to change their views and reject violent extremist ideologies and to seek to act within Kenya’s legal and constitutional bounds.

**Dialogue**

Engaging the community to openly discuss issues which affect them and reach amicable solutions without resorting to violent extremist approaches.

**Disengagement**

Refers to individuals deserting, defecting, or demobilizing from terrorist groups and activities.

**Engagement**

This is reaching out to the community and encouraging them to participate in decision making processes which prevent people from joining violent extremist groups.

**Lobbying**

These are efforts aimed at influencing duty bearers to make laws, policies, or decisions which favor positions that respond to the needs of the community.

**Mobilization**

Activities aimed at empowering the community to participate in an event or take a position which is deemed beneficial to the entire community.

**Monitoring**

This entails periodic assessment of CVE activities to ensure that they are being implemented according to implementation plans proposed in this WCAP and that the desired results are being
achieved.

**Outreach**
This is a collection of different activities such as training, community visits, and other engagements aimed at mobilizing the community towards common approaches to addressing issues and how these affect the community.

**Radicalization**
A gradual or phased process that employs the ideological conditioning of individuals and groups to socialize them into violent extremism, and recruitment into terrorist groups and campaigns.

**Rehabilitation**
It is a process that aims at ensuring that disengaged and de-radicalized violent extremists and terrorists, particularly returnees from Al-Shabaab and like groups, are given counselling, critical reasoning tools and knowledge to shift their mindsets and enable them to be peaceful and law-abiding citizens.

**Reintegration**
Refers to actions that support social, ideological, psychological, and economic wellbeing of rehabilitated individuals as they return to live with their families and communities. It also comprises actions that ensure these individuals remain peaceful and law-abiding in the long run.

**Resilience**
Ability of an individual or a community to overcome harsh conditions which they face and learnt to adapt to.

**Strong Citizenship**
An understanding of our values and attitudes, and their impact on our beliefs and actions, the recognition of our individual and collective strengths and challenges towards creating a strong County. It implies a shared vision of the future and the roles, responsibilities and impacts we have on making that vision a reality.

**SWOT Analysis**
Analysis of strengths, weaknesses, opportunities, and threats to Wajir County.

**Terrorism**
According to the Prevention of Terrorism Act 2012 (POTA), a ‘terrorist act’ means an act or threat of action (a) which (i) involves the use of violence against a person; (ii) endangers the life of a person other than the person committing the action; (iii) creating a serious risk to the health or safety of the public or a section of the public; (iv) results in serious damage to property; (v) involves the use of firearms or explosives; (vi) involves the release of any dangerous, hazardous, toxic or radioactive substance or microbial or other biological agent or toxin into the environment; (vii) interferes with an electronic system resulting in
the disruption of the provision of communication, financial transport or other essential services; (viii) interferes with or disrupts the provision of essential or emergency services; (ix) prejudices national security or public safety; and (b) which is carried out with the aim of (i) intimidating or causing fear amongst members of the public or a section of the public; or (ii) intimidating or compelling the Government or an international organization to do or refrain from an act; or (iii) destabilizing the religious, political, constitutional, economic or social instructions of a country, or an international organization.

**Terrorist Groups**

Are typically structured as a group or individuals who employ violence intended to broaden their ideological indoctrination and mass mobilization.

**Theory of Change**

This is a comprehensive description and illustration of how and why a desired change is expected to happen in a context.

**Violent Extremism**

Refers to radicalized individuals who are prepared to engage in, or actively support acts of violence in furtherance of radically liberated undemocratic political systems or ideologies.
About Wajir County CVE Action Plan

The rationale and process for developing County Action Plans (CAPs) draw their mandate from two documents produced by the NCTC: the NSCVE and the GDCAP. The WCAP has adopted nine pillars (education; security; politics; media and online platforms; psychosocial factors; legal and policy framework; training and capacity building; faith-based and ideology factors; and arts and culture) provided by the NSCVE, and included three new ones which were proposed by stakeholders during awareness-raising sessions. These three new pillars include: access to justice; women; and the rule of law. The GDCAP on the other hand provides a framework for developing the CAPs, which the WCAP process followed.

The development of the WCAP engaged different stakeholders in Wajir County as provided by the GDCAP. These included: the Wajir County security team; the Governor of Wajir; members of the Senate and Parliament; Wajir County officials; representatives of national government ministries, departments, and agencies; members of the County Assembly of Wajir; youth representatives; women’s representatives; civil society organizations (CSOs); religious leaders; local academicians; and business managers. The final stages on developing this CAP were validations and technical reviews that benefited from the insights and inputs from the Senator of Wajir County, Hon. Abdullahi Ibrahim Ali, the Member of National Assembly for Wajir East Hon. Rashid Kassim Amin and the Chief Administrative Secretary for Ministry for Environment and Forestry, Hon. Mohamed Elmi, the nominated Senator, Hon. Farhiya Ali Haji and the Member of National Assembly for Wajir South, Hon. Mohamed Sheikh Omar.

Furthermore, the WCAP followed the process proposed by the GDCAP for the development of CAPs. This process included holding an inception meeting, carrying out multi-stakeholder awareness sessions, drafting the WCAP, stakeholder review the draft WCAP, validation of the WCAP, and finally the launch. Additionally, the process was co-chaired by the Governor of Wajir and the County Commissioner as provided under the GDCAP. The implementation of the WCAP will be coordinated by the County CVE Engagement Forum (CCEF) which will be co-chaired by the County Commissioner and the Governor of Wajir. Regular reviews of the WCAP will be guided by a monitoring, evaluation, accountability and learning (MEAL) framework which the CCEF will develop. The implementation of the WCAP will be guided by an implementation matrix which has been annexed to the document.
Message from the County Commissioner, Wajir County

Wajir County, like many other counties in Kenya, has been affected by the threats from violent extremism. Wajir County shares a long porous border with Somalia, a country that has been torn by civil war and has been unstable for a long period of time. This instability has provided a fertile ground for Al-Shabaab to thrive and extend their ideological beliefs into Kenya. After many years of peaceful existence, interspersed with occasional clan conflicts that were quickly resolved, the County now has to contend with a new threat to security, that of violent extremism, radicalization and terrorism. But I do know that the question here is not just about terror attacks. I am also concerned about the individuals and groups that perpetrate these acts. Therefore, I consider the Wajir County Action Plan to Prevent and Counter Violent Extremism as an important step towards ensuring that the actors who are currently engaged in VE change their course.

I am glad to have participated in various leader/community consultation sessions and pleased to note that they are sincerely interested in playing a role in our efforts towards building a secure and peaceful society. I do hope that these efforts shall pay dividends in the very near future and that we shall strengthen leader/community participation, promote national cohesion and enhance the policing of our international border with Somalia to secure our country.

I am also aware that there have been concerns about the most recent security operations, more so after the very unfortunate incident of improvised explosive device (IED) attacks in Bojigaras in Tarbaj, which left eight security officers dead. As one would appreciate, such operations are delicate and swift. They require co-operation from all stakeholders. There are instances where the security agencies may be forced to use intelligence and information available to them to try and prevent further attacks. Some people may be opposed to our anti-terror or preventive initiatives in such instances or raise a number of concerns. However, it is important that we appreciate the implications of the attacks and should not condone terrorist acts or intentions of even a single violent extremist, as doing so will expose all of us to danger. We have the obligation to protect each other from potential attacks and radicalization. This is the reason we have invested heavily in the security of our country.

This CAP, therefore, is an investment in this country, since it provides strategies which if implemented, will go a long way towards securing Kenya. I do believe that if we invest in partnerships, collaboration and policing, in addition to dealing firmly with negative ideologies that support VE and terrorism in our country, we shall be more secure as a nation. I invite all of you to join me and the County Government of Wajir in implementing the Wajir County Action Plan to Prevent and Counter Violent Extremism.

LOYFORD E. KIBAARA
County Commissioner, Wajir County
Message from the Governor, Wajir County

Violent extremism is well known as terrorism in our context, and has become a global emerging issue with far-reaching implications on the socio-economic status of the people. This is particularly a great concern for those living along the porous border with Somalia.

The youth of this county, and by extension the country at large, are a great resource teeming with potential for our development. We must therefore engage them positively to thwart any attempts to radicalize or recruit them into terror networks. It is my expectation that the Wajir County Action Plan shall address specific needs of the youth, such as gainful employment, skills-enhancement training and attitude change through mentorship programs. The County Department of Youth Empowerment and Sports Development is well resourced and has proactive strategies towards the mentioned interventions. I therefore beseech you to work very closely with the department.

We have a complementary role to play in regard to peace and security in the county, and we shall therefore remain supportive of the National Government at all times. This is because we recognize and appreciate that without security, there cannot be any development. Security, in my opinion, is the foundation of our democracy. It is only when you are secure that you can plan, go to school or seek healthcare and treatment at a hospital. It is only when you are secure that you can visit your neighbor and share a meal. You cannot even go for prayers in the absence of security. We need security to be free people.

This is the reason the County Government of Wajir believes that when it comes to security, the roles of the County or National government cannot be viewed or treated in isolation. We believe that when it comes to security, we must work together. The County Government of Wajir has always underscored this by investing in programs and initiatives that support cohesion and the security agencies. We know that there are many security operations that are ongoing in the county. These operations cannot succeed if we do not work together.

I also appreciate that the level of trust between our security forces and locals could have been eroded, as we deal with complaints from either side daily. While the residents of Wajir believe that the security agencies target and brutalize them without any provocation, the security agencies on the other hand claim that local residents ‘shield’ terror gangs or sympathize with them. This state of suspicious engagement is not healthy and would benefit neither side. We hope that this County Action Plan shall be part of a process to heal the wounds of all those who have been injured either emotionally or physically, as a result of the current strained relationship.

Finally, it is my sincere hope that the envisioned Wajir County CVE Forum shall be an open, transparent and useful forum that would create a platform for collaborative action. We must make Wajir a secure, peaceful and prosperous county.

Thank you and may the Almighty Allah bless you all!

H.E. MOHAMED ABDI,
Wajir County Governor
Message from the Director, National Counter-Terrorism Center

Our efforts to build a secure and prosperous nation are guided by the patriotic commitment to be Kenyans. While we do not speak about this matter often, we cannot and should not take this idea of being Kenyan for granted. We need to build and nurture our pride as patriotic citizens of the Republic of Kenya. We need to provide our people with services and a sense of belonging to instill patriotism in the citizens. We need to guarantee everybody that to be a Kenyan is something to be proud of. This is a commitment we have and live by at the National Counter Terrorism Centre (NCTC).

The NCTC is an inter-agency outfit located within the Executive Office of the President and established under part VI, Section 40 of the Security Laws Amendment Act (SLAA), 2014. The Centre is responsible for strategic policy formulation and coordination of National Counter Terrorism efforts to detect, deter and disrupt acts of terrorism.

The NCTC has had continued support of and collaborates with the County Government of Wajir in the fight against terrorism and countering violent extremism. With the continued threat of youth radicalization and recruitment into violent extremism, the NCTC has established the Disengagement Department that is mandated to spearhead and coordinate all the rehabilitation of the violent extremists who fall under two categories, namely returnees and youth at risk.

This CAP has established that youth radicalization and recruitment into violent extremism are some of the security problems that face Wajir, and the NCTC would like to further deepen its work in this county. We see this work as focused on building a county where all residents see the value and are proud of being Kenyans. The tools that we have developed at NCTC are useful towards such a process. Our tools ensure that the youth at risk are guarded against joining radical groups. We also contribute ideas and strategies that shall enable and assist in disengagement, rehabilitation and ultimate re-integration of the youth who may have joined extremist groups. Even as we do these, we are aware that such initiatives can only be successful if accompanied by interventions that aim at reducing the vulnerability of our youth. Such interventions are best done through the County Integrated Development Plan.

We believe that all these efforts can contribute towards building strong citizenship and amplify our patriotism. Such strong citizenship and patriotism would increase self-initiated vigilance and present an opportunity to mobilize the kind of collaborative approach that CAPs advocates for.

Thank you.

AMB. DR. MARTIN KIMANI,
Special Envoy and Director, NCTC
Executive Summary

Wajir County is one of the counties in Kenya which has been drastically affected by threats and attacks of terrorism and violent extremism. But it is also one of the counties where stakeholders have demonstrated resilience and self-drive to ensure a secure and cohesive society. These actions add to interventions by the National Government whose presence in the county is underscored by policy interventions, the Kenya Defense Force (KDF) and other law enforcement agencies. At the local level, the County Government has set up a specific department to deal with counter-terrorism and county integration and cohesion. Stakeholders of Wajir consider violent extremism and the current terror attacks to go beyond just physical security. They are appreciative of the fact that the impact of Violent Extremism (VE) is multi-sectoral in nature. You cannot talk of VE without independent faith, ideological, economic, political and social factors, amongst others.

Yet, there has been a longstanding history of claims by local residents that there is dhuluma (discrimination or oppression) from the National Government and inter-clan conflicts that have undermined cohesion among citizens, and between the citizens and state agencies. For this reason, WCAP is premised on two major objectives. On the one hand, it is intended to restore trust between the state and the communities. On the other hand, it is about the communities taking a leading role in speaking out and taking action towards Preventing and Countering Violent Extremism (P/CVE). The CAP reference to community in this context is in relation to residents of Wajir, the political class, and religious leaders.
But the impact of violent extremism and call for action is not limited to Wajir. We have seen the spread of effects of terror and violent extremism in all the border counties—Garissa, Mandera, Isiolo, Tana River, and Marsabit. It is on this premise that the WCAP has been developed. The WCAP intends to contribute to efforts of de-radicalization, as well as Prevention and Countering Violent Extremism (PCVE) through multi-stakeholder collaborative efforts. Its development is guided by the nine pillars of the NSCVE as proposed by the NCTC, and three additional pillars, which were generated during stakeholder awareness sessions to address VE issues that are particular to Wajir County. The nine NCTC pillars are psychosocial, educational, political, security, faith-based and ideological, training and capacity building, arts and culture, legal and policy, and media and online. The additional pillars are: women, access to justice, and the rule of law. The WCAP therefore has 12 pillars, which have been prioritized in the order in which they significantly address the dynamics of VE in Wajir County—from the most significant to the least. Stakeholders did this prioritization during one of their numerous WCAP review meetings.

The WCAP has also presented the Aarhus Model, a Danish intelligence model which the NCTC has adopted in its CVE strategy in Kenya. The Strength, Weakness, Opportunity, and Threat (SWOT) analysis, as proposed by various stakeholders, provides an overview of internal strengths which need to be built on and weaknesses specific to Wajir County that need to be eliminated. The document also looks at the external environment with the opportunities it provides, and which need to be exploited; and the threats to the county which need to be eliminated. The WCAP provides an elaborate implementation framework for the five-year period with budgetary estimates. The implementation will be done by various actors through the guidance of the County CVE Engagement Forum, which will be co-chaired by the County Commissioner and the Governor. The proposed monitoring, evaluation, accountability and learning (MEAL) plan will ensure that the WCAP achieves its objectives and that any deviations are corrected in a timely manner.
Chapter 1

Introduction

The WCAP has been developed within the context of shifting understanding and response to VE in Kenya. Three intertwined factors stand out in this context. First, Kenya has been an active actor in the Global War on Terror (GWOT). It is now appreciated that the largely military and force-based approaches that characterized the GWOT and the county-specific Counter Terrorism (CT) actions have not yielded adequate results. Kenya joined this fray and has been an active actor in deploying military tools to repel the Al-Shabaab insurgency emerging against the UN-backed government of Somalia and the threat to Kenya’s territorial integrity. There is no doubt that the activities of the Government of Kenya and numerous of its stakeholders have yielded results. It is with this background that the UN Secretary General (UNSG) released a plan of action to prevent VE in response to the fourth review of the Global Counter Terrorism Strategy and Security Council Resolution 2178 (2014). The Plan of Action recommended that each member state should consider developing a national action plan to prevent VE.

The second contextual factor is that of the emergence of a holistic approach to security that appeals to human relations in CVE. In this approach, effort has been made to respond to VE as a societal rather than just a militarist intervention. In 2016, the NCTC developed the NSCVE. The change of attitude in this strategy was explained by President Uhuru Kenyatta who asserted in the forward to the NSCVE that:

...to ensure lasting success, this means that (the military) must be complemented by a resistance to the terrorists’ ideology, which cloaks an unrestrained willpower
cloaked in false invocations of Islamic texts and history...the strategy responds to the need to drain Kenyan society of radicalization and recruitment into violent extremism by engaging the public and all instruments of national power.

Clearly, we see a remarkable shift in the attitude of the state from the classical war on terror approach, to an approach that focuses on “engaging the public.” The government has since then undertaken numerous notable programs towards reducing Kenya’s risks and vulnerability to violent extremists.

The third factor is the Constitution of Kenya that was promulgated in August 2010. Amongst other things, the 2010 Constitution defines national values as a basis for democratic policing. While it assigns the security function to the National Government, an opportunity for structured collaboration—as defined in Article 244(e) of the Constitution of Kenya, which requires a policing function that fosters and promotes relationships with the broader society—it allows for the counties to play a role in CVE and other security-related functions. This county action also provides an opportunity for the county and national governments to move beyond contestations regarding the establishment of the County Policing Authority.

As mentioned above, the NCTC developed the NSCVE. This strategy has been organized into nine pillars—psychosocial, educational, political, security, faith-based and ideological, training and capacity building, arts and culture, legal, and media and online factors. The NCTC also recognizes that the 47 counties in Kenya face different and unique challenges that require county-based CVE action plans. Consequently, the NCTC has released the GDCAP, which outlines a development and implementation processes for the CAPs, as well as the actors (stakeholders), roles, and co-ordination needed for successful implementation. This guide also places the control of developing and implementing county strategies on County Commissioners and County Governors, in partnership with local CSOs.

1.1 Methodology for the Development of Wajir County Action Plan

The WCAP draws its mandate from two documents that were produced by the NCTC—the NSCVE and GDCAP. The County Commissioner and the Governor of Wajir provided the overall leadership. The primary CSOs in this case were the Wajir Peace and Development Agency (WPDA), Kenya NiWajibu Wetu, and Malaika Foundation. The structure and process of developing this CAP is guided by the NCTC’s (2017) GDCAPs to prevent and counter VE. The content of the CAP is based on a series of stakeholder inquiry and dialogue sessions implemented with a descriptive survey research design. To deliver on a systematic understanding of VE, radicalization, and security in Wajir, the entire Wajir County constituted a study population. The lead stakeholder, WPDA (with collaboration from the County Government and County Commissioner), selected a purposive sample of 160 respondents. The study population
constituted community members from six sub-counties of Wajir County, 12 community leaders, elders of Wajir County, and one senior County Security Official from the County Government of Wajir.

Information from these stakeholders shaped and clarified key concepts in this CAP. To further strengthen these findings, a sample of 50 respondents was selected randomly from the 160 respondents that had been selected using a purposive formula. This phase of the inquiry relied on data collected through a questionnaire structured to meet the objectives of the CAP. Responses were tabulated, coded and processed by use of the Statistical Package for Social Science (SPSS) version 20.0 program to analyze the data.

Further qualitative information was collected during 10 stakeholder capacity building and awareness sessions that were convened for the following categories of stakeholders: (1) faith-based organizations (Wajir East); (2) faith-based organizations; (3) traditional institutions (Wajir East); (4) traditional institutions (Laheley, Diff and Gherille in Wajir South); (5) CSOs; (6) members of the business community and learning institutions; (7) media (mainstream, community, and social media); (8) professionals and local academicians; (9) criminal justice institutions; and (10) County and National government. Each of these stakeholder sessions were attended by at least 30 participants. Quantitative information was summarized into frequencies, percentages, and graphs using 250 qualitative information in the interview guide, then transcribed and reported and have been integrated in this CAP.

1.2 Preventing and Countering Violent Extremism

The WCAP aims to ensure that VE is not only countered and eliminated, but that VE does not arise within the communities of Wajir as well. The problem of VE in Wajir can be described at two levels. The first is lack of community solidarity, which increases vulnerability to VE and terror activities. The second is the involvement of local residents in terror groups and VE activities, thus setting the stage for violent confrontation and blame game between residents and security enforcement officers. Countering VE on its own assumes that there already exists VE to be countered in Wajir. Prevention of VE targets strategies that will ensure radicalization does not occur in the first place. By encompassing the preventive strategies, the WCAP has ensured that communities are viewed not as already radicalized and thus to be confronted through the security angle, but rather, as integral to peace and security and hence the need to ensure they are fully involved in decision making. Prevention here means that measures will be taken to work with the same communities to build their resilience and keep violence out. By extension, prevention also includes human rights-based approaches that include addressing social, cultural, economic factors.

1.3 Conclusion

In this chapter, we have addressed the general shift from Counter Terrorism (CT)
to CVE approaches. Inherent in this are the initiatives of NCTC. The NCTC has developed two important documents, namely NSCVE and GDCAP. These are the documents that guided the formation of this CAP. The chapter further introduced a methodology of collating and presenting case scenarios and data used in developing the CAP. Finally, this chapter has positioned the problem of Wajir County in relation to VE and terrorism.
Chapter 2
Background of Wajir County

2.1 About Wajir County
Wajir County is located at the heart of the former North Eastern Province of Kenya. It occupies an area of approximately 55,841 km². Statistics analyzed by Kenya's social research group, the SID report, indicates that 0-14-year olds constitute 52% of the total population. This is due to the very high fertility rates among women as shown by the highest percentage household size of more than 7 members at 68%. The County borders Somalia to the east, Ethiopia to the north, Mandera County to the northeast, Isiolo County to the southwest, Marsabit County to the west and Garissa County to the south.

2.2 Radicalization and Violent Extremism in Wajir
The narrative of security in Wajir is largely presented as that of constant contestation between the state and residents in a county that was part of the former expansive North Eastern Province. Indeed, while writers like Silvia Salvadori have written about the residents of Wajir as part of the ‘forgotten people’,¹ the attitude of the National Government towards Wajir and other counties in northern Kenya has

shifted over the last 10 years. This is informed by the general expansion of the county’s democratic space and devolution. Even so, history of previous experience (such as those documented by Silvia Salvadori) often re-merge whenever there is a conflict between law enforcement agencies and the locals. There is for instance constant reference to collective punishment as was the case with the Wagalla Massacre\(^2\) in 1984, and recently in Bojigaras in 2018. These references still inform the perception that the entire county is either in support or sympathetic to terrorist groups like Al-Shabaab. During the stakeholders’ meeting, the residents explained how some members of the National Police Service and Kenya Defense Forces cordoned off certain locations within the county and arrested about 43 people. During these operations, reports of random and collective punishment of men who were bearded or/and wore kanzus [a garment traditionally worn by Muslim men] were reported.

The security personnel and public servants who participated in the stakeholders’ meetings also gave their perspectives to this background, in addition to explaining the different forms of relationships between Wajir residents, law enforcement officers, and the state. The state officials also expressed disapproval of the brutalizing approach, as it is counter-productive. Overall the brutal and collective punishment approaches have created ‘mistrust’ between local residents of Wajir and the State. The law enforcement officers reported numerous cases in which local residents either deliberately failed to report or provided safe passage to suspected terrorists. Because of such incidences, the state and some law enforcement officers concluded that some residents could be part of or sympathetic to violent extremists.

Because of the mistrust exhibited towards the state, local political and social organizing have been guided more by clan relationships and politics, rather than the electoral framework of liberal democracy. The leading clans, namely Ajuuraan, Degodia, and Ogaden, are pastoral Somali clans. They have the influence to determine who becomes a leader from or in the county for political seats like President, Governor, Senator, members of parliament, woman representatives and members of the county assembly. Further, the Degodia clan that is the largest, with 10 sub-clans, allegedly have the final say on who becomes an elected leader in the county. While the vibrant and influential clan councils of elders can be presented as positive models of cultural institutions, they are also a form of resistance to an inclusive democratic system.

With most residents of Wajir being of the Islamic faith, many leaders in mosques, madrassas, and dugsi claim that the state is persecuting Muslims. Thus, while VE is a struggle against fundamentalist Islam and distortion of the Quran, there is another widely shared ideological inclination in Wajir that Muslims are victims of state

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repression. This explains the many instances where residents of Wajir have refused to cooperate with law enforcement agencies or report local Al-Shabaab operatives in the county. This has further found normalcy through frequent inter-clan violence. The key parties in these conflicts are men, though women tacitly support most of these conflicts by providing supplies, ethnicized narratives, songs and proverbs, as well as providing sanctuaries for these ‘fighters’. This speaks to the problem in Wajir, where solidarity amongst members of the larger community is still lacking to a large extent. Conversations with stakeholders in Wajir suggest that these perennial conflicts are getting normalized. In the recent wave of radicalization and violent extremism, it has been established that a relationship exists between the normalcy of violent conflicts and trends of radicalization.

In the past, women were expected to break these vicious cycles of violence. To successful mediate and prevent conflict, women in the county formed organizations such as WPDA. This means that women’s role in Wajir’s conflicts has been multi-faceted. In some insistences, they have been active parties in the promotion and escalation of violence, while in other times, they have been peacemakers.

It is worth noting that the gravity of acts of violence seems to diminish under these circumstances of normalcy. It is also observed that while the extent of the impact may vary, it is male relatives who have been the main victims of VE in Wajir.

2.3 The 2010 Constitution and Devolution

Kenya, in its 2010 Constitution, has adopted a unique form of decentralization known as devolution. Article 1(1) the 2010 Constitution of Kenya states that all sovereign power belongs to the people. Article 1(4) then stipulates that all sovereign power is to be exercised at the national level and at the county level. Additionally, Article 1(3) delegates the legislative sovereign power of the people to ‘parliament and the legislative assemblies in the county governments’ and executive authority to ‘the national executive and the executive structures in the county governments.’ This means that the counties, or the devolved units, do not exercise decentralized power delegated to them from the national level.3

The term devolution, as a term of art, was inherited from Britain and then applied to the Kenyan constitutional system in 2010 with the promulgation of the 2010 Constitution.4 Many nation-states have used this form of state restructuring to adapt to the conflicting pressures such as globalization, the rise of supra-national institutions, and sub-state nationalism.5 The devolution or political decentralization

3 John Mutakha Kang’u, Constitutional Law of Kenya on Devolution (Strathmore University Press, 2015), 96.
as applied in the United Kingdom has been described as involving a “transfer of power downwards to political authorities at immediate or local levels” by the central state.\(^6\) The main aim of these processes is to create autonomous political entities with a measure of self-rule, elected governments with meaningful authority over local matters, in decision and execution.\(^7\) In most countries in the global south, the desire for autonomy reflects some pre-nation-state orientation and the push by ethnic minorities for a vision of freedom from control or influence by non-members.\(^8\)

The designation of Kenya as having a devolved system is therefore not only political, but conceptual and contextual as well. But this conceptualization is only marginal, and it is only through the analysis of its contextual constitutional arrangement that the Kenyan form of devolution can be deduced. One important feature of Kenya’s form of devolution is that it is symmetrical. All counties are granted similar institutional arrangements and powers. This should be contrasted with UK’s asymmetrical form of devolution.\(^9\) Another feature, as described above, is the sovereign nature of Kenya’s devolution. The devolved units do not receive devolved powers from the center; they are founded directly from the sovereign power of the people under the 2010 Constitution.

First, units placed below the central government can allow a group that is a minority in the county as whole but a majority in a sub-county unit to exercise governmental power in ways that would be foreclosed in one undifferentiated territory. This is the case in many Kenyan counties, including Wajir. The 2010 Constitution’s creation of devolution has enhanced opportunities for the political inclusion of formerly excluded communities.\(^10\) The upside of this advantage is that there are now minorities at the intra-county level. This might pose a serious problem for the already existent inter-clan conflicts in Wajir.

Second, the existence of sub-state units can quarantine conflict within those units’ boundaries. However, there is scant evidence for this phenomenon in Kenya. For northern eastern counties of Mandera, Wajir and Garissa, the question of security has always been a contested one. Historically, the Shifta War,\(^11\) and currently


\(^7\) Ibid.


\(^11\) Keren Weizberg, ‘Rethinking the Shifta War Fifty Years after Independence: Myth, Memory, and Marginalization’ in Michael Kithinji, Mickie Koster et al, *Kenya After 50: Reconfiguring Historical, Political,*
the presence of the violent extremist Al-Shabaab group operating from neighboring Somalia, has made security a serious matter that must be prioritized for devolved governance. In these counties, the presence of government can be equated with the presence of security. Thus, the case for devolution in these counties cannot be made without the challenge of security taking center stage.

Devolution might, however, not quarantine the ethnic conflicts that are experienced at the inter-clan level among the Somalis and against other communities through the infiltration of Al-Shabaab, inter-clan animosities, and small arms proliferation. The fourth schedule of the 2010 Constitution retains security as a function of the National Government. The challenge is how to resolve the inherent conflict between the national security apparatus and local politics that has arisen as a result of devolution. A strong recommendation can be made here for the introduction of asymmetrical devolution to specifically address the security challenge faced by these periphery counties.

2.4 Conclusion
There have been numerous terror attacks in Wajir in the last five years. These attacks are possible mainly because there is inadequate solidarity among members of Wajir communities. While the drive of VE is ideological, there is no explicit evidence of local actors who preach or promote VE. However, there seem to be an explicit practice of silence and some sort of ‘protection’ of actors in VE and terror attacks. This has further exacerbated incidents of VE and attacks. Whenever the attacks happen, there are very short term responses. Overall however, the trust deficit that affects relations between citizens and between the citizens and the law enforcement officers, exposes Wajir to vulnerability to terror attacks. The proximity to Somalia and transfer of religious leaders between Somalia and Wajir also presents fertile ground for the transfer of radical messages.

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and Policy Milestones (Palgrave Macmillan, 2016), 65-82.


Chapter 3
Theory of Change

3.1 Theory of Change and Response

The County of Wajir has for a long time had an antagonist relationship with the National Government. This antagonistic relationship extends from the colonial period and continues in what is largely referred to as ‘the war that never ends’. The Truth Justice and Reconciliation Commission (TJRC) report and the recent public and scholarship reports tend to suggest that there is a longstanding problem in the way the state, specifically its law enforcement mechanisms, have related with the residents of Wajir. There have been numerous accounts and complaints of human rights violations—including extrajudicial killings, torture, and forced disappearances—which have led to general distrust of state agencies by the locals. While it could not be right to blame the state in isolation, the lack of trust in the relationship between the residents of northern Kenya and the state has contributed to radicalization. However, security officers have also complained about the reluctance of the local community to identify and cooperate with them in law enforcement. There have also been few public campaigns to reverse the distorted narratives from Al-Shabaab. In addition, Wajir has had a longstanding trend of clan conflicts, which has further complicated the relationship between the local communities and law enforcement agencies. These conflicts have only served to create further suspicions and mistrust.
To appreciate and create clarity of this state of affairs, the WCAP has made use of two theoretical models. The first model, the Aarhus Model, has been used to understand the Wajir environment and propose how to intervene in the context of various manifestations. The second model is used to demonstrate how we can create a ‘new Wajir’ society.

3.2 The Aarhus Model

Below is a diagrammatic presentation of the Aarhus Model.\(^\text{16}\) The model suggests three main steps in the process of preventing the kind of radicalization which creates violent extremists, namely outreach, capacity building and exit. Outreach (green zone) reflects no threats or signs of radicalization in any religious community or individual, but is important in eliminating the conditions in society, both nationally and locally, that have the potential to turn individuals towards a more radical direction. It involves government, community leaders, and civil society and emphasizes continuous dialogue with communities that are most affected by radicalization. The next phase (orange zone) is where the target groups are radicalized but are not yet violent. Capacity building of influential members of the community like Imams and CSOs to help in countering radicalization is required at this stage. Field workers receive extensive training in preventive work, and act as crucial intermediaries in a dialogue between civil society and potential extremists.

To ensure proactive steps are taken, authorities, parents, and teachers should monitor individuals and take note of several warning signs, such as unexplained absenteeism from school, or keeping a new distance from friends and family, which can precede the decision to become a jihadi. The field workers of the PET\(^\text{17}\) have worked with the NCTC to train a team of professional disengagement officers who can spot these signs and encourage a different path. The third phase (red zone) is where target individuals have graduated into violent actors who must be treated through a strategy that will prevent them from causing harm. Such individuals include foreign fighters, radicalized individuals and groups who must be disengaged, deradicalized, and reintegrated back to society. This mainly involves security agents working with family members, friends, and acquaintances of target individuals.


\(^{17}\) Politiets Efterretningsstjeneste (PET) is the national security and intelligence agency of Denmark.
Measures to counter radicalization and VE in Wajir require that we pay attention to specific dynamics surrounding radicalization of individuals.

While the Aarhus Model is useful in understanding and explaining the situation of and threats related to VE, the model can further be enhanced by understanding how the key components of state—market and plural society in Wajir—relate to each other. This understanding allows stakeholders to observe that even though the various sectors of the society are integrated in ordinary life, the boundaries between them appear emphasized in Wajir. The emphasis is not because the sectors work well together; rather it is because there is too much mistrust between the residents of Wajir and authorities. The residents therefore find comfort in isolating themselves.

Wajir Specific Theoretical Model

The second diagram is based on Henry Mintzberg’s idea of rebalancing society. As Henry Mintzberg stated, we need to rebalance our society and make it more inclusive to realize the objectives of CVE. The diagram below describes what should be done to rebalance society in Wajir County.
The essence of this diagram is that there is a problem with the current relationships in the three sectors of economy, popular society, and unbalanced state. Mintzberg describes this unbalanced state as despotic. This is the same perception that is widespread in Wajir, as most residents complain about reports of forced disappearances, violence and extra-judicial executions. While there are areas where the relationship between the law enforcement officers and residents is cordial, in many instances this relationship is antagonistic and violent.

When it comes to the economic sector, there are murmurs of informal trade that may have links to terror networks. This trade is manifested mainly through consumable goods that are reported to enter Kenya through its border with Somalia. This, together with the mobile nature of the pastoralist economy, make identifying and addressing VE more difficult.

Additionally, there is a limitation in the way popular society, which includes civil society and various local associations, is organized. The dominant clan-based politics tend to discriminate, not just against so-called non-locals, but also all residents of Wajir. Large clans in Wajir are said to almost single-handedly determine the leaders in their areas. This character of an imbalanced society becomes even more glaring when one considers the position of women in public affairs in Wajir County. Public participation by women, including intervention in P/CVE, is limited. The failure to take serious notice of the much longer time and influence that women in pastoralist and Islamic communities have on their children and male partners, is a big
mistake. The most immediate issue for women's perspective is that the current counter terrorism initiatives are deeply-rooted in militarized law enforcement methods. These methods leave out the role of influence, care and solidarity, which are associated with women, but are the most effective in P/CVE.

The conditions of an unbalanced society, as described above, contribute to opportunities that either cause or support VE in Wajir. This action plan can therefore come handy in eliminating the circumstances that foster radicalization and VE. It can also enable the reorganizing of all components of Wajir County residents towards a new inclusive and balanced society.
3.3 Wajir Stakeholders Theory of Change

If we strengthened the community participation and leadership of religious and political leaders in CVE we can achieve cohesive, prosperous and secure County of Wajir

THROUGH

1. Expand the Rule of Law and Justice Systems in Wajir County

2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.

3. Establish CVE Forums for effective and efficient implementation of WCAP

4. Build a collective platform of religious leaders, women, politicians and youth for action against VE

THEN

We shall enhance community solidarity and consistent action in diminishing the recruitment and attacks by terror groups in Wajir County

SO THAT THE society ... Can drain the pool from where violent extremism and terrorists recruit and seek protection, accountability of market, state and plural sectors of Wajir and exercise their rights guaranteed in the Constitution of Kenya

THEN

The National Government and the County Government of Wajir and its residents shall succeed in enhancing partnership in the promotion of constitutional values and principles of governance towards elimination of factors that foster violent extremism.
### 3.4 Strength, Weaknesses, Opportunities and Threats (SWOT) Analysis

<table>
<thead>
<tr>
<th>No.</th>
<th>Strengths</th>
<th>Building</th>
<th>Weaknesses</th>
<th>Eliminating</th>
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<tbody>
<tr>
<td>1.</td>
<td>Unity amongst the diverse religious groups.</td>
<td>Convene inter-faith sessions to agree on joint actions against radicalization and VE. Produce IEC materials on inter-faith unity.</td>
<td>Poor infrastructure, which impedes development, mobility and response to threats of insecurity.</td>
<td>The county and national government to coordinate and allocate resources towards improving physical infrastructure in the county.</td>
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<tr>
<td>2.</td>
<td>Strong pastoralist economy.</td>
<td>Initiate programs which focus on value addition to economic activities undertaken by the pastoralists.</td>
<td>Poor and inadequate learning institutions which contribute to mass failure of students from the region in national examinations.</td>
<td>County and national government should allocate enough resources to improve learning institutions in the county. A bursary fund should be included in the budget to ensure that all children who pass exams are supported to proceed to the next level.</td>
</tr>
<tr>
<td>3.</td>
<td>Cultural cohesion: all the six constituencies speak the Somali language.</td>
<td>Initiate cultural activities which celebrate uniqueness of the Somalia culture.</td>
<td>The concept of negotiated democracy which is not supported by a section of the voters who feel it denies them</td>
<td>There should be consultations between the elders and communities in making decisions</td>
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<td>4.</td>
<td>Vast land which is rich in natural resources such as diverse wildlife.</td>
<td>The national and county governments should develop a framework for economic use of vast land to improve livelihoods of the locals.</td>
<td>Cultural barriers, which have prevented women from participating in leadership and development processes in Wajir county.</td>
<td>Culture should be read as a code and institution that promotes inclusion and dignity of men and women. The 1/3 gender rule should be implemented at all levels of development.</td>
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<tr>
<td>5.</td>
<td>Devolution has brought resources closer to the people. For example, the road to the airport has been tarmacked.</td>
<td>The county and national governments should ensure that awareness is created among communities in Wajir County to make them appreciate opportunities brought about by the new Constitution.</td>
<td>Wajir is part of the Arid and Semi-Arid Land (ASAL) and therefore shares in the challenges of exclusion from the main economic model.</td>
<td>ASAL counties should advocating for a national and county economic model that is inclusive.</td>
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<td>6.</td>
<td>Strong political leadership.</td>
<td>All elected and nominated political leaders</td>
<td>Widespread unemployment, especially</td>
<td>The national and county governments</td>
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<tr>
<td>7.</td>
<td>Wajir residents are considered peace pioneers in Kenya.</td>
<td>District peace committees and other peace actors such as elders and religious leaders should be strengthened and supported to improve their reach to the villages.</td>
<td>Sporadic boundaries and clan conflicts which the county considers as normal occurrences which have been in existence for long before VE and therefore have no link to VE.</td>
<td>Traditional leaders should be empowered to respond to clan-conflicts.</td>
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<tr>
<td>8.</td>
<td>Strong traditional peace structures.</td>
<td>Different peace structures should be consolidated into a stronger structure with the right support to make them more inclusive. Youth, women and PWDs need to be involved in peace processes. Case studies of successful cases solved through traditional peace structures should be documented for continued learning.</td>
<td>Drug abuse, especially among the unemployed youth.</td>
<td>Put up rehabilitation centers where youth with drug abuse problems can be rehabilitated. Dismantle the sources of drugs to deny the youth access to them.</td>
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<tr>
<td>9.</td>
<td>Possibilities for Communities</td>
<td>Corruption,</td>
<td>The relevant</td>
<td></td>
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<tr>
<td>No.</td>
<td>Opportunities</td>
<td>Exploiting</td>
<td>Threats</td>
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<td>---------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1.</td>
<td>Wajir International Airport encourages economic activities from other parts of the country to Wajir.</td>
<td>The national and county government should market the airport as an enabler to economic development in Wajir County.</td>
<td>Proximity to Somalia and Ethiopia borders which make the county vulnerable to recruitment into VE groups and exposing Wajir to incidences of human</td>
<td>Formation of joint border security committees.</td>
</tr>
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</table>
## 2. Business and employment opportunities from neighbouring counties.

<table>
<thead>
<tr>
<th><strong>Business and employment opportunities from neighbouring counties.</strong></th>
<th><strong>The county government should work with other actors, such as the business community, to promote cross-county trading and skills transfer.</strong></th>
<th><strong>Access to light arms from neighboring counties and countries.</strong></th>
<th><strong>Communities should be empowered to report those with arms in their families. The relevant government bodies should ensure that illegal arms do not cross the borders to Kenya. Those with arms within the county should be given amnesty to surrender.</strong></th>
</tr>
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## 3. National Government support, including the National Police Reserves (NPR), and particularly those patrolling the borders.

| **National Government support, including the National Police Reserves (NPR), and particularly those patrolling the borders.** | **Increase the number of NPRs in Wajir County. Their remuneration and training should also be improved.** | **Illegal trade from neighboring countries manifested through contraband goods getting into the county.** | **Form joint border immigration and trade committees to prevent contraband goods from entering the county. Revenue authorities from Kenya and its neighbors should be involved.** |

## 4. Devolved system of governance which brings resources closer to the people through inter-county economic blocs.

| **Devolved system of governance which brings resources closer to the people through inter-county economic blocs.** | **Encourage formation of strong inter-county economic blocs.** | **Al-Shabaab sympathizers from border countries who recruit residents from Wajir County into VE groups.** | **Relevant government departments should ensure that Al-Shabaab sympathizers do not get into the country. Communities should be** |


5. **The Judiciary is supporting and promoting use of Alternative Justice Systems (AJS)**

- Use of AJS in CVE should be promoted, especially in addressing the returnees question.

- Flight of non-local teachers and other professionals from Wajir due to threats of Al-Shabaab attacks undermine development and growth in the county.

- Regular consultations should be done with the non-locals to dissuade them from fleeing every time there is a threat. They should be integrated as part and parcel of Wajir community.

6. **Increasing prominence of social media, which can be used as tools for countering false religious narratives.**

- Promote the use of social media to counter false narratives by VE groups.

- Legal practitioners are reluctant to set up offices in Wajir, hence the residents have limited access to justice.

- The county government should engage with the Law Society of Kenya (LSK) to encourage their members to set up offices in Wajir County.

7. **Opportunity to rehabilitate and re-integrate returnees through a national returnee disengagement and rehabilitation programs.**

- Returnee disengagement programs should be finalized and rolled out.

- Use of AJS in cases related to VE have not been fully embraced by the Judiciary.

- Encourage the Judiciary to embrace use of AJS and engage regularly with AJS practitioners in Wajir County.

8. **The Constitution of Kenya has provided opportunities for improving**

- Develop programs and an enabling environment which support women

- Increasing use of social media due to improved use of smartphones

- The National Government should install security features that
<table>
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<tr>
<th>9.</th>
<th>Vibrant civil society and development partners setting base in Wajir and supporting development work.</th>
<th>The county government and the CSOs should build stronger structures of relationship which build on synergies of different actors in the county.</th>
<th>Wajir County has neighboring counties which are also affected by the problem of VE. This exposes it to cross-county radicalization and recruitment into VE groups.</th>
<th>The Frontier Counties Forum (FCF) should initiate programs which deal with cross-county radicalization.</th>
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<tbody>
<tr>
<td>10.</td>
<td>Coalition of governors and other political leaders operating under FCF may open up Wajir to opportunities available in other counties, besides encouraging cross-county learning.</td>
<td>Set-up cross-county economic forum where counties can undertake joint economic activities in common areas.</td>
<td>VE organizations are increasingly targeting educated young girls and women for recruitment. This makes girls and women from Wajir County vulnerable to recruitment.</td>
<td>Initiate CVE programs which specifically target young girls and women.</td>
</tr>
</tbody>
</table>
Chapter 4
Vision, Mission and Strategic Objectives

4.1 Vision
A prosperous and secure Wajir county free from fear

4.2 Mission
To enhance partnership in the promotion of constitutional values and principles of governance towards elimination of factors that foster violent extremism.

4.3 Goal
To enhance community solidarity and consistent action in diminishing the recruitment and attacks by terror groups in Wajir County.

4.4 The Statement of Problem
The analysis undertaken by the stakeholders during the development of this CAP has established that the biggest problem with VE in Wajir can be mapped at two levels. At one level, there is not enough solidarity amongst the members of the larger community of Wajir. Longstanding clan-based conflicts have left the residents fractured, with the sense of community being diminished. The fractured and largely divided community has given room to terror cells to operate. The divisions in this society have also created and sustained suspicion and bad faith between communities and the law enforcement agencies. At the second level, there are accounts of individuals, who with a long history of membership in the Wajir community, have joined the ranks of the Al-Shabaab or other terror cells. There have been numerous terror attacks that are linked to both the porous border between Wajir and Somalia, and complicity by the
local community. For example, since June 2018, the residents of Kutulo have been in constant conflict with law enforcement agencies after eight police officers were killed in an IED attack. The police blame the local community for harboring the terrorists, while the community blames the police for collective punishment. What these actions and counter actions have done is to widen division within the community, and between the community and the law enforcement agencies.

The response of the local community during these circumstances have been reported as mixed. When an attack takes place, the community members tend to speak about it either in fear or distress. But rarely do the community members take a position to disown or campaign against these attacks. In isolated cases, the political and religious leaders have come out to speak out against the attacks and perceived complicity of the community. Yet, this has not been consistent enough.

4.5 Strategic Objectives

1. Expand the rule of law and justice systems in Wajir County.
2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.
3. Build a collective platform of religious leaders, women, politicians and youth for action against VE.
4. Establish CVE forums for effective and efficient implementation of WCAP.

4.6 Guiding Principle for the WCAP

It is against this backdrop that this CAP has established the following as guiding principles:

1. **Devolution**: Devolution introduced by the 2010 Constitution has been a strong anchoring point in ensuring solidarity and unity among different counties. This unity within diversity anchors the WCAP.

2. **Sharing Power**: The sharing of power among the people, their representatives, and the different communal institutions plays an important role in ensuring solidarity and strong communal ties against VE.

3. **Human Dignity**: Support of the inherent worth and value of every person in the community regardless of origin, color, tribe, clan or gender ensures that sympathizers of VE can be easily weeded out. Locals and non-locals also have a strong opportunity to support anti-VE activities without fear of incrimination.

4. **Inclusiveness**: This principle ensures that all people living and working within Wajir from different ethnicities and of different religious groups, do not feel threatened or discriminated against.

5. **Rule of Law**: Adherence to the requirements of the law based on the supremacy of the Constitution will enhance the importance of neutrality and remove the need for a strong push for shariah law.
6. **Legality**: This applies mainly to security personnel through different state agencies that use force. The use of any legitimate force should be strongly anchored within the law.

7. **Proportionality**: Following closely on the principle of legality, proportionality requires that security forces employ force that is strictly necessary to achieve the aim that they have set for security purposes, while respecting human dignity and the sanctity of life.

8. **Responsiveness**: This principle applies to the communities’ view on how VE should be addressed and how they work with security agencies when attacks are reported. This response should be rooted in solidarity and community cohesiveness.

9. **Democracy and Public Participation**: This principle ensures that the entire community participates equally in all political processes.

10. **Equity**: This principle secures the importance of gender parity and non-discrimination on all grounds recognized under the 2010 Constitution.

4.7 **Conclusion**

The vision of making Wajir County prosperous, secure and free from fear can only be realized through collective action that appreciates the role of the state and stakeholders. Inherent in this are values that build a democratic and inclusive society. Based on detailed stakeholder analysis, it’s apparent that the focus of the WCAP ought to be the building of community solidarity and consistent action in diminishing the recruitment and attacks by terror groups in Wajir County.
Chapter 5
Prioritization of Pillars

5.1 Introduction
This chapter addresses the prioritization pillars developed under the WCAP. In developing the prioritization pillars, the stakeholders drew a distinction between two forms of insecurity in Wajir. The first is VE-related insecurity, while the second focuses on historical cases of insecurity. These historical cases include clan conflicts, banditry, resource-based conflicts and ordinary crime. VE-related insecurity is driven by and aimed at undermining the general solidarity and sense of security in Wajir. This kind of insecurity is based on and supported by narratives of historical injustice, arbitrariness of law enforcement and the general lack trust between the local community and law enforcement officers. Consequently, prioritization was done to respond to actions that can cause the immediate reversal of the distrust between state law enforcement agencies and the community in order to foster collective action.

5.2 Issues and Recommendations
(a) Arts and Culture
I. Gender discrimination
II. Inadequate awareness of the rich culture of Wajir County
III. Lack of cultural activities to foster solidarity in culture and collective actions
Recommendations
✓ Elimination of cultural practices that perpetuate discrimination on the basis of gender through community engagement and sensitization of the constitutional values and the WCAP-PCVE values of equity, human dignity, inclusiveness.
✓ Implementation of constitutional imperative of all elective and appointive positions, including 1/3 gender rule
✓ Men and women should be viewed as equal and given leadership positions, especially women.
✓ Establishing cultural days where the community can display the different aspects of its rich and robust culture.

Flagship Action:
✓ Promote cultural performance and celebration of heritage for all residents of Wajir (moving away from local vs non-local)
✓ The Department of Cohesion should encourage cultural values that promote human dignity

(b) Education
I. Discontent due to non-realization of presumed benefits of education
II. Inadequate qualified local teachers appointed by the Teachers Service Commission (TSC)
III. The mass departure of non-local teachers from the county due to fear of victimization
IV. Poor infrastructure to support education e.g. inadequate classrooms and books
V. Only 4% of the residents of Wajir have a secondary education and above and as many as 76% of Wajir residents have no formal education
VI. Activities of VE groups slowing learning in schools
VII. Mass failure of pupils/students in national examinations

Recommendations
✓ Expand and improve educational infrastructure in Early Childhood Development and Education Centers (ECDECs), primary schools and secondary schools
✓ Improve and add the number of tertiary educational institutions
✓ Ensure adequate and qualified teachers in all primary and secondary schools in Wajir
✓ Promote student peace and CVE clubs in primary and secondary schools

Flagship action:
✓ Stakeholders to work with TSC to ensure that all schools have adequate and qualified staff members with emphasis on local teachers
✓ Peer education and mentorship on CVE should be established and promoted in all schools and institutions of high learning in Wajir County
✓ Production of Information, Education and Communication (IEC) materials on security laws

(c) Faith-based and ideology pillar

I. Silence of religious leaders in circumstances of increasing VE and terrorists’ attacks in Wajir

II. The Al-Shabaab and the terror cells misinterpret and promote Islamic teachings

III. There has been no explicit preaching against Al-Shabaab in Wajir

Recommendations
✓ Establish and promote strong counter narratives
✓ Monitor religious teachings in churches and mosques
✓ Vetting of religious leaders
✓ Encourage religious leaders to speak out against the violent extremist ideologies that distort their creeds

Flagship Action:
✓ Spearhead efforts for all ulamas and madrassa teachers in Wajir to take positions against Al-Shabaab
✓ Strengthen the role of religious leaders in Wajir through enhanced skills and knowledge on CVE
✓ The county and national governments should conduct trainings on CVE for civil society, religious leaders and schoolteachers

(d) Legal and Policy

I. Lengthy vetting process on issuing of identification cards to the youth

II. No clear framework to compensate victims of various historical and current injustices and punishment of offenders

III. Weak returnee policy

IV. Lack practicing Advocates in Wajir County

V. Some of the security personnel are not fully aware of the rights of citizens as provided under the Constitution of Kenya (2010).

Recommendations
✓ Proper vetting of committee members
✓ Enact laws which provide a framework for compensation of victims of historical injustices and to punish offenders
✓ Encourage Wajir residence and law enforcement officers to make use of courts as one of the mechanisms to seek redress
✓ Implement the TJRC report
✓ Establish an amnesty and returnee support policy
✓ Encourage local advocates to open branches and practice law in Wajir County through the LSK

Flagship Action:
✓ The court user committee in Wajir should be strengthened to enhance case management
✓ There should be open legal awareness days to promote use of law as a mechanism for redress in VE cases

(e) Media and online
I. Increased number of citizen journalists who work without regulation
II. Self-radicalization using social media
III. Media reports that do not take into account local contexts

Recommendations
✓ Acknowledge citizen journalism and define its principles of work
✓ Use social media for VE counter narratives
✓ Monitor social media information and promote positive messages

Flagship Action:
✓ The National Government should launch a digital media campaign on the role youth in CVE
✓ The County Government should promote awareness on the role of local media in CVE

(f) Political
I. Political leaders not participating in CVE activities
II. Inconsistent messages after terror attacks
III. Resource distribution
IV. Corruption

Recommendations
✓ Promote collective action by politicians for P/CVE
✓ Delink the question of historical injustice from VE
✓ Promote political accountability to stem corruption

Flagship Action:
✓ Political leaders should undertake campaigns in areas most vulnerable to radicalization to speak publicly against Al-Shabaab
✓ Political leaders should work with clan elders to mitigate against acquisition of small arms and clan conflicts
✓ Political caucus of Wajir should be trained on how hate speech can fuel VE

(g) Psychosocial
I. Lack of counseling for returnees
II. Non-appreciation of the impact of terror attacks on the survivors and victims

Recommendations
✓ County and national governments should undertake counseling programs
✓ Strengthen counseling centers in VE hotspots
✓ Conduct social/trauma healing sessions for families directly and indirectly affected by VE

Flagship Action:
✓ The NCTC should work and deliver a disengagement programme in Wajir County
✓ Islamic religious education in schools should be blended with counseling skills
✓ Social/trauma healing sessions for community members, security agents and youth who are directly or indirectly affected by the actions of violent extremists or police brutality

(h) Security
I. Poor coordination of security agencies
II. Late and/ or inadequate responses after attacks
III. The porous Kenya- Somalia border
IV. Inadequate security personnel
V. Killing of security officers
VI. Inter-clan conflicts
VII. Poor collaboration between residents and security forces

Recommendation
✓ Establish security committees in each sub-location in Wajir
✓ Encourage public barazas to discuss VE and CVE issues
✓ Foster the sharing of information on security risks
✓ Enhance security at the border points

Flagship Action:
✓ The county and national governments should establish a joint operation committee to enhance coordination

✓ Community peace and security committees should be established in each ward in Wajir County
✓ The National Police Reservists (NPRs) should be deployed to work with other security agencies

(i) Training and Capacity Building
I. An attitude that views the vocational training as lowly
II. Inadequate investment in vocational training institutions
II. Unemployment due to gap between skills and jobs available

Recommendation
✓ The County Government should invest in vocational training institutes
✓ Enhance CVE trainings in VE hotspots and border settlements
✓ Promote livelihood opportunities for the young generation

Flagship Action:
✓ The County Government should invest in the Wajir polytechnic to train youth on life skills

(j) Women
I. Gender inequality
II. Women marginalized from actively participating in community activities, political leadership and economic activities.
III. Women affected by VE through the loss of their sons and husbands
IV. Low participation of women in CVE related decision-making processes

**Recommendation**
✓ Provide trauma and social healing for affected women
✓ Provide economic empowerment for women
✓ Gender mainstreaming in all CVE programs which should be accompanied by deliberate efforts to target women in skills development on CVE, trauma and social healing
✓ Recruit and deploy women as social workers

**Flagship Action:**
✓ The County Government should recruit more women into the social services and offer them basic training on disengagement of violent extremists
✓ Traditional elders, referred to us ugas or sultan, should make sure they allow women to run for political positions and give equal opportunity to both men and women
✓ The methods used in P/CVE should take into account focus on solidarity, influencing and care, which are best undertaken by women
✓ Involve women as part of the larger P/CVE public campaign

(k) **Access to Justice**

I. Extra judicial killings
II. Forced disappearance

III. Detention without regard to due legal process
IV. Inadequate legal framework to deal with VE cases
V. Lack of capacity and knowledge by judicial officers
VI. Lengthy procedures in handling VE cases
VII. Maslaha system is not recognized by formal courts

**Recommendation**
✓ Involve the Judiciary in CVE programs
✓ Respond to claims of extra-judicial killings
✓ Fast-track special courts to handle terror and VE cases
✓ Train local communities on paralegal approach

**Flagship Action:**
✓ The Court User Committee in Wajir should promote Systems
✓ Stakeholders, led by the County Government should open public conversations on how to deal with the question of historical injustice in Wajir
✓ Conduct quarterly community security forums to promote accountability and collective action

(l) **Rule of Law**

I. There is cross-cutting disregard for the legal procedures and use of judicial mechanism to address VE related grievances.
II. There is general distrust of the judicial system.

III. The operations of the Anti-Terror Police Unit (ATPU) and related security agencies tend to be done outside the rule of law.

IV. There is very low level of awareness on the existence of the NSCVE by both the public and civil servants.

**Recommendation**

✓ Encourage the establishment of LSK offices in Wajir
✓ Promote use of courts to resolve disputes
✓ Ensure that suspects are presumed innocent unless convicted by a court of law
✓ Instill integrity and professionalism in law enforcement officers

**Flagship Action:**

✓ The AJS systems of councils of elders (ugaas) and sultans should be positioned as important components that contribute to the rule of law
✓ There is need for LSK and related human rights organizations to provide legal aid to residents of Wajir County
✓ Training and advocacy campaigns to understand the rule of law targeting key community stakeholders, women, the youth and security actors

### 5.3 Prioritization of Pillars

The stakeholders deliberated and created prioritization of the pillars. This prioritization was based on the question: what is that which if done can generate immediate shift and change in Wajir County? We have categorized the first six priorities to be those which shall further CAP action and another six as those that shall aid the general working environment for this CAP. Below is the list in order of priority:

1. Faith-based ideology
2. Education
3. Security
4. Women
5. Politics
6. Access to justice
7. Rule of law
8. Media and online
9. Psychosocial factors
10. Legal and policy
11. Training and capacity building
12. Arts and culture
Chapter 6
The Implementation Plan

The WCAP will be implemented through a series of actions and strategies. These strategies include people empowerment, lobbying, advocacy, engagement, building synergies, dialogue, training and capacity building, policy reviews, research and documentation of success and change. The WCAP considers its main aim as the enhancement of solidarity and community action and the removal of any incentives or opportunities for individuals to join violent extremist groups. There are a myriad of non-coercive methods that this CAP suggests to achieve this aim. They include efforts such as encouraging political leaders to speak out against violent extremism in an open and consistent manner, empowering local communities, promoting and protecting the voice and space for religious leaders and civil society actors, increasing social resilience, facilitating constructive dialogue between communities and the government, promoting education and economic opportunities, encouraging credible narratives to counter violent extremist ideology, developing models for realizing socio-economic rights, and providing disengagement and reintegration opportunities.
## Implementation Matrix

<table>
<thead>
<tr>
<th>1. Faith-Based Methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Objectively verifiable indicators</strong></td>
</tr>
<tr>
<td>Convening of all the <em>ulamas</em> and madrasa teachers in Wajir to take position on Al-Shabaab</td>
</tr>
<tr>
<td>Strengthening the role of religious leaders in Wajir through</td>
</tr>
</tbody>
</table>
## Wajir County Action Plan to Prevent and Counter Violent Extremism 2018-2023

### 2. Education

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Strategy (How?)</th>
<th>Activity (What?)</th>
<th>Output (Expected results)</th>
<th>Outcomes (Impact)</th>
<th>Responsible (Who?)</th>
<th>Timeframe (When?)</th>
<th>Resources (What is required?)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ensure qualified and adequate staff in ECDE centers, primary, secondary and tertiary schools</td>
<td>Engagement of stakeholders</td>
<td>Engage TSC to provide qualified and adequate staff</td>
<td>Adequate and qualified teaching staff in schools in Wajir County</td>
<td>Improved quality of education</td>
<td>Ministry of Education TSC County Department of Education Parents Teachers Associations</td>
<td>March 2019</td>
<td>Human resource (teachers) Material costs Conference facilities Transport costs</td>
</tr>
<tr>
<td></td>
<td>Research and policy formulation</td>
<td>Convene a meeting between local stakeholders and the TSC</td>
<td></td>
<td>Better performance of students in national examinations Reduced illiteracy levels</td>
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<tr>
<td></td>
<td>Building synergies</td>
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</tr>
<tr>
<td>Establishment and promotion of peer education and mentorship on CVE in learning institutions</td>
<td>People empowerment</td>
<td>Youth CVE outreach activities</td>
<td>Involvement of youth in countering VE</td>
<td>Constructive engagement of youth in community activities</td>
<td>Resilience of youth towards VE strengthened</td>
<td>Better coordination of youth against VE</td>
<td>Ministry of Education Teachers Service Commission County Department of Education PTAs Students CSOs</td>
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### 3. Security

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<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Strategy (How?)</th>
<th>Activity (What?)</th>
<th>Output (Expected)</th>
<th>Outcomes (Impact)</th>
<th>Responsible (Who?)</th>
<th>Timeframe (When?)</th>
<th>Resources (What is)</th>
</tr>
</thead>
</table>

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<table>
<thead>
<tr>
<th>Establishment of community peace and security committees</th>
<th>Engagement of stakeholders</th>
<th>results</th>
<th>Continuous</th>
<th>required?)</th>
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</thead>
<tbody>
<tr>
<td>Peace and security activities</td>
<td>Community members play a role in security and safety in the community</td>
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<tr>
<td>Peace and security dialogue forums</td>
<td>Village elders supported to coordinate community safety initiatives</td>
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<tr>
<td>Peace and security community meetings</td>
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<tr>
<td>Training chiefs and Nyumba Kumi leaders on P/CVE</td>
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<tr>
<td>All Assistant County Commissioners to convene forums on CVE</td>
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</tbody>
</table>

- Improved safety and security in the community
- Communities organized into basic units to improve their safety

**Ministry of Interior**
- County Commissioner
- County Government
- Kenya Police
- National Police Service
- Civil society
- Political leaders
- Village elders
- Women groups
- Youth groups

**Continuous**

- Human resource (field officers)
- Material costs
- Mobilization
- Transport costs
<p>| Establishment of a joint operation committee | Engagement of stakeholders | Courtesy visits Public <em>barazas</em> Presentation of memoranda and petitions | Enhanced coordination between stakeholders on security Programs initiated to narrow the gap between different stakeholders | Trust among stakeholders Improved cooperation between citizens and police Reduced inter-clan conflicts | Ministry of Interior County Commissioner’s Office Political leaders Village elders Religious leaders Kenya Police National Police Service Women groups Youth groups | January 2019 | Human resource (field officers) Conference facilities Transport Costs Stationery and printing Material costs |</p>
<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Strategy (How?)</th>
<th>Activity (What?)</th>
<th>Output (Expected results)</th>
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<th>Timeframe (When?)</th>
<th>Resources (What is required?)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Full involvement of women in CVE</td>
<td>Engagement of stakeholders</td>
<td>Recruitment of more women into the social services</td>
<td>Women fully engaged in peace building activities and CVE</td>
<td>Resilience of women against VE strengthened</td>
<td>Ministry of Public Service, Gender and Youth Affairs</td>
<td>March 8, 2019</td>
<td>Human resource, Material costs, Conference facilities, Transport, Mobilization, Stationery</td>
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<td>Training and capacity building</td>
<td>Women CVE outreach activities</td>
<td>Development of training modules on CVE</td>
<td>Active involvement of women in CVE</td>
<td>County Government, Gender desks of Kenya Police, Civil society, Women groups, Women political leaders</td>
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</table>

Women fully engaged in peace building activities and CVE
Resilience of women against VE strengthened
Active involvement of women in CVE
Ministry of Public Service, Gender and Youth Affairs
County Government, Gender desks of Kenya Police, Civil society, Women groups, Women political leaders

3. Women
| Engagement of women in peace building and conflict management initiatives | Engagement of stakeholders | Women outreach activities on peace building | Women engaged in peace building activities | Integration of women in the peace building framework in the County | Ministry of Public Services, Gender and Youth Affairs | Civil society | Women groups | March 2019 | Human resource | Material costs | Conference facilities | Transport | Mobilization | Stationery |

5. Politics

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Strategy (How?)</th>
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<th>Output (Expected results)</th>
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<th>Timeframe (When?)</th>
<th>Resources (What is required?)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political leaders</td>
<td>Lobbying and advocacy</td>
<td>Social media campaigns</td>
<td>Politicians fully engaged on political leadership</td>
<td>Ministry of Devolution</td>
<td>December 2018</td>
<td>Human resource</td>
<td></td>
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<tr>
<td>Working together on CVE</td>
<td>Presentation of memoranda and petitions Outreach activities on CVE by political leaders</td>
<td>CVE Political leaders speaking against VE</td>
<td>Working to reduce cases of VE</td>
<td>County Government County Assembly Political leaders Civil society Women groups Youth groups PWDs</td>
<td>Material costs Conference facilities Transport Mobilization Stationery</td>
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<td>Enhanced cooperation with political leaders</td>
<td>Engagement of stakeholders Courtesy visits Community dialogue forums on CVE Political accountability community meetings</td>
<td>Political leaders working with the people on CVE</td>
<td>Unification of citizens of Wajir County</td>
<td>Ministry of Devolution County Government County Assembly Political leaders Civil society</td>
<td>January 2020 Human resource Material costs Conference facilities Transport Mobilization Stationery</td>
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## 6. Access to Justice

<table>
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<tr>
<th>Objectively verifiable indicators</th>
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<th>Timeframe (When?)</th>
<th>Resources (What is required?)</th>
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<tbody>
<tr>
<td>Provision of legal aid, alternative dispute resolution (ADR) and litigation</td>
<td>Research and policy formulation</td>
<td>Use of AJS by the court users committee</td>
<td>Quick and Efficient methods of dispute resolution</td>
<td>Improved access to dispute resolution methods for citizens of Wajir County</td>
<td>Judiciary</td>
<td>June 2020</td>
<td>Human resource (legal officers, field officers)</td>
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<tr>
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<td>Training and capacity building</td>
<td>Awareness campaigns on ADR</td>
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<td>Ministry of interior</td>
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<td>Material costs</td>
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<td></td>
<td>Engagement of stakeholders</td>
<td>Community dialogues on AJS</td>
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<td>Court user committees</td>
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<td>Conference facilities</td>
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<td>AJS actors</td>
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<td>Transport Costs</td>
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<td>Village elders</td>
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<td>Mobilization</td>
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<td>Objectively verifiable indicators</td>
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<td>Activity (What?)</td>
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<tr>
<td>Increased awareness and respect of the rule of law</td>
<td>Training and capacity building</td>
<td>Advocacy</td>
<td>Training programs on the principles of the rule of law</td>
<td>Protection of the rights of the citizen in CVE</td>
<td>Knowledge and adherence to the principles of the rule of law</td>
<td>Judiciary, LSK, Civil society, Ministry of Interior, Court users committees, AJS actors, Village elders, Kenya Police, National Police Service</td>
<td>March 2021</td>
</tr>
<tr>
<td>Objectively verifiable indicators</td>
<td>Strategy (How?)</td>
<td>Activity (What?)</td>
<td>Output (Expected results)</td>
<td>Outcomes (Impact)</td>
<td>Responsible (Who?)</td>
<td>Timeframe (When?)</td>
<td>Resources (What is required?)</td>
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</tr>
<tr>
<td>Development of objective reporting of information related to CVE</td>
<td>Training and capacity building</td>
<td>Building synergies</td>
<td>Development and launch of a digital media campaign on the role youth in CVE</td>
<td>Objective reporting and adequate coverage of VE and CVE stories</td>
<td>Social media monitored for positive messaging Public exposed to positive messaging Media support for CVE initiatives</td>
<td>Ministry of Information Communication and Technology Media houses County Government Civil society Women groups</td>
<td>May 2019</td>
</tr>
<tr>
<td>Objectively verifiable indicators</td>
<td>Strategy (How?)</td>
<td>Activity (What?)</td>
<td>Output (Expected results)</td>
<td>Outcomes (Impact)</td>
<td>Responsible (Who?)</td>
<td>Timeframe (When?)</td>
<td>Resources (What is required?)</td>
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<tr>
<td>Provision of psychosocial and psychological services to the community</td>
<td>Engagement of stakeholders</td>
<td>Development of a dis-engagement program in Wajir County</td>
<td>Returnees assisted with re-integration into the community</td>
<td>Resilience on CVE increased</td>
<td>Ministry of Interior</td>
<td>June 2019</td>
<td>Human resource (counselors, field officers)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Integration of counseling skills in Islamic religious education</td>
<td>Access to counseling services by victims and affected families of CVE and police brutality</td>
<td>Extremism and radicalization reduced to minimal levels</td>
<td>NCTC</td>
<td></td>
<td>Material costs</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Enhanced peace and security in the county</td>
<td>County Government</td>
<td></td>
<td>Conference facilities</td>
</tr>
<tr>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>Kenya Psychiatrists Association (KPA)</td>
<td></td>
<td>Transport</td>
</tr>
<tr>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>Kenya Prisons Service</td>
<td></td>
<td>Mobilization</td>
</tr>
<tr>
<td></td>
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<td></td>
<td></td>
<td>Civil society</td>
<td></td>
<td>Stationery</td>
</tr>
<tr>
<td>Objective verifiable indicators</td>
<td>Strategy (How?)</td>
<td>Activity (What?)</td>
<td>Output (Expected Result)</td>
<td>Outcomes (Impact)</td>
<td>Responsible (Who?)</td>
<td>Timeframe (When?)</td>
<td>Resources (What is required?)</td>
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</tr>
<tr>
<td>Enhanced legal awareness on laws and policies, IEC materials on security</td>
<td>Engagement with stakeholders, Capacity building, People empowerment</td>
<td>Social media campaigns, Public <em>barazas</em> on CVE law and policies, Publication of IEC materials, Community forums on CVE laws and policies, Legal</td>
<td>Stakeholders informed and aware of laws and policies on CVE and security</td>
<td>Strengthened CVE advocacy and policy platforms, Knowledge of the legal framework on CVE by stakeholders</td>
<td>County Government, Political leaders, CSOs, LSK, Legal aid centers, Judiciary, Youth groups, Women groups</td>
<td>Continuous</td>
<td>Material costs, Stationery and printing, Human resource (field officers)</td>
</tr>
</tbody>
</table>
### 11. Training and Capacity Building

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Strategy (How?)</th>
<th>Activity (What?)</th>
<th>Output (Expected results)</th>
<th>Outcomes (Impact)</th>
<th>Responsible (Who?)</th>
<th>Timeframe (When?)</th>
<th>Resources (What is required?)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improved quality of training on CVE issues</td>
<td>Research and policy formulation</td>
<td>Development of a CVE curriculum</td>
<td>CVE curriculum developed</td>
<td>Ownership and implementation of CVE curriculum by stakeholders</td>
<td>National Government</td>
<td>June 2021</td>
<td>Human resource (curriculum experts, data clerks, data analysts)</td>
</tr>
<tr>
<td></td>
<td>Documentation of success and change</td>
<td>Informed stakeholders - informed by quality CVE training</td>
<td>Enhanced CVE activities across the county</td>
<td>Ministry of Interior</td>
<td>County Commissioner</td>
<td>Transport</td>
<td>Material costs</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>NCTC</td>
<td>Civil society</td>
<td></td>
<td>Conference facilities</td>
</tr>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Mobilization</td>
</tr>
<tr>
<td>Investing in train youth on life skills through county polytechnics</td>
<td>Training and capacity building</td>
<td>Development of a life skills program for youth</td>
<td>Life skills program developed</td>
<td>Enhanced participation of youth in community activities</td>
<td>County Government</td>
<td>Continuous</td>
<td>Human resource (mentors, field officers)</td>
</tr>
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</tr>
<tr>
<td>Women groups</td>
<td>Youth groups</td>
<td>PWDs</td>
<td>Stationery and printing</td>
<td>Stationery and printing</td>
<td></td>
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</tr>
</tbody>
</table>

12. Arts and Culture

<table>
<thead>
<tr>
<th>Objective verifiable indicators</th>
<th>Strategy (How?)</th>
<th>Activity (What?)</th>
<th>Output (Expected Result)</th>
<th>Outcomes (Impact)</th>
<th>Responsible (Who?)</th>
<th>Timeframe (When?)</th>
<th>Resources (What is required?)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promote</td>
<td>Engagement of</td>
<td>Intercultural</td>
<td>Wajir residents</td>
<td>Enhanced</td>
<td>Ministry of</td>
<td>Annually on</td>
<td>Human</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Gender Affairs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>cultural performance and celebration of heritage for all residents of Wajir stakeholder</td>
<td>activities and festivals</td>
<td>recognizing the diversity of culture as a unifying factor</td>
<td>respect and appreciation of multiple cultures</td>
<td>Improved intercultural cohesion</td>
<td>Culture and Tourism County Government Civil society Cultural groups National Cohesion and Integration Commission (NCIC) Political leaders Women groups Youth groups PWDs</td>
<td>December 13 resource (field officers) Mobilization Transport Materials Stationery and printing Conference facilities</td>
<td>Improved appreciation of cultural diversity Training and capacity building Training of community members on cultural Community understanding of different cultures Reduced cultural conflicts Enhanced Ministry of Culture and Tourism County Continuous Materials Stationery and printing</td>
</tr>
<tr>
<td></td>
<td>diversity</td>
<td>improved</td>
<td>respect and acceptance of cultural diversity</td>
<td>Government</td>
<td>Civil society</td>
<td>Cultural groups</td>
<td>NCIC</td>
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</tbody>
</table>
### Annex 2: The Logical Framework for the WCAP

The following logical framework outlines how the Wajir County Action Plan to Prevent and Counter Violent Extremism intends to achieve its objectives.

<table>
<thead>
<tr>
<th>Pillar: Faith-based ideology</th>
<th>Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1. Expand the rule of law and justice systems in Wajir County.</td>
<td>➢ Religious profiling and stereotyping in law and policies addressed.</td>
<td>➢ Public survey reports. ➢ Media reports. ➢ Case studies by the national and county government. ➢ Case studies by CSOs.</td>
<td>➢ That the national and county government will set up legal structures appropriate for expanding and implementing rule of law. ➢ Religious leaders and the community will be willing to embrace change.</td>
</tr>
<tr>
<td></td>
<td>2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.</td>
<td>➢ Enhancement of the dissemination of knowledge on CVE in religious spaces.</td>
<td>➢ Public survey reports. ➢ Religious leaders reports (SUPKEM). ➢ Media reports</td>
<td>➢ All religious leaders and the community will be willing to accept religious diversity.</td>
</tr>
<tr>
<td></td>
<td>3. Build a collective platform of</td>
<td>➢ Increasing the numbers of</td>
<td>➢ County reports.</td>
<td>➢ All religious leaders and the</td>
</tr>
</tbody>
</table>
### 4. Establish CVE Forums for effective and efficient implementation of the WCAP.

- Setting up a working CVE forum as envisaged in the CAP by 2022.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Expand the rule of law and justice systems in Wajir</td>
<td>Enhanced policy and legal framework for qualified and</td>
<td>CIPD reports.</td>
<td>The National and County government have strong will</td>
</tr>
<tr>
<td>County.</td>
<td>adequate staff in ECD, primary, secondary, and tertiary institutions.</td>
<td>CSOs reports/ Media reports.</td>
<td>to ensure free education up to secondary school level.</td>
</tr>
<tr>
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<td>------------------------------------------------------</td>
</tr>
<tr>
<td>2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.</td>
<td>School curriculums in ECD, primary, secondary, and tertiary institutions in includes CVE.</td>
<td>Ministry of education reports. KICD reports and curriculum development. Tertiary institutions reports.</td>
<td>That all actors in the education sector are willing and able to act collectively against CVE.</td>
</tr>
<tr>
<td>3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE.</td>
<td>Religious institutions, barazas, women and youth groups to set up education programmes against CVE.</td>
<td>Religious institutions reports. Women and youth group’s reports.</td>
<td>That religious institutions, women, and youth groups are willing to set up educational programmes against CVE.</td>
</tr>
<tr>
<td>4. Establish CVE Forums for effective and efficient implementation of the WCAP.</td>
<td>The county CVE Forum to set up an appropriate county education action programme.</td>
<td>CVE forum reports.</td>
<td>The County CVE Forum is willing is to deal with VE through educational programmes.</td>
</tr>
</tbody>
</table>

Goal: A prosperous and secure Wajir County free of fear.
<table>
<thead>
<tr>
<th>Pillar: Security</th>
<th>Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Expand the rule of law and justice systems in Wajir County.</td>
<td>✓ Improved legal and policy-based frameworks for CVE actions.</td>
<td>✓ Police reports. ✓ CIPD Report. ✓ Media Reports. ✓ County Assembly reports.</td>
<td>✓ That the National and County government have strong will to set up legal and policy-based frameworks for CVE action.</td>
<td></td>
</tr>
<tr>
<td>2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.</td>
<td>✓ Security actors and agencies sensitized on the CVE action.</td>
<td>✓ Police reports. ✓ CSOs reports. ✓ Media reports.</td>
<td>✓ There is strong interest among security actors and agencies to deal with VE.</td>
<td></td>
</tr>
<tr>
<td>3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE.</td>
<td>✓ Improved relationship between security agencies and religious leaders, women, politicians, youth, and community at large.</td>
<td>✓ Police reports. ✓ County security reports. ✓ CSO reports. ✓ Media reports.</td>
<td>✓ There is a strong will among security agencies to enhance relationship with religious leaders, women, politicians, and youth.</td>
<td></td>
</tr>
<tr>
<td>4. Establish CVE Forums for effective and efficient implementation of the WCAP.</td>
<td>✓ CVE Forum to set up framework for security action that embeds the principles under the CAP.</td>
<td>✓ CVE Forum reports. ✓ CIPD reports.</td>
<td>✓ CVE Forum will internalize and implement the principles in the CAP for appropriate security action.</td>
<td></td>
</tr>
</tbody>
</table>
Goal: A prosperous and secure Wajir County free of fear.

Pillar: Women

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Expand the rule of law and justice systems in Wajir County.</td>
<td>➢ Full implementation of the 2/3 Gender rule under the 2010 Constitution in all CVE actions.</td>
<td>➢ NGEC Reports.</td>
<td>➢ That women are willing to be involved in CVE initiatives.</td>
</tr>
<tr>
<td>2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.</td>
<td>➢ The education and sensitization of women in P/CVE initiatives</td>
<td>➢ CSOs reports.</td>
<td>➢ That women are willing to be educated on P/CVE.</td>
</tr>
</tbody>
</table>

➢ CSOs reports.
3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE.
   ➢ Enhance the involvement of women in all areas of P/CVE actions.
   ➢ CSOs reports.
   ➢ National Commission on Human Rights Reports.
   ➢ Women groups reports
   ➢ That women are willing to be educated on P/CVE.

4. Establish CVE Forums for effective and efficient implementation of the WCAP.
   ➢ CVE Forum to have a critical mass of women involvement.
   ➢ CVE Forum reports.
   ➢ CVE Forum is willing to implement the 2/3 gender rule under the 2010 Constitution.

Goal: A prosperous and secure Wajir County free of fear.

Pillar: Political

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Expand the rule of law and justice systems in Wajir County.</td>
<td>➢ Political to enhance legal and policy frameworks that deal with P/CVE.</td>
<td>➢ CIPD reports. ➢ CSO reports. ➢ County Assembly reports. ➢ Media reports.</td>
<td>➢ That political leaders will not politicize VE and VE groups. ➢ That leaders will be willing to prioritize VE actions in law and policy.</td>
</tr>
<tr>
<td>2. Maintain a focused momentum and</td>
<td>➢ Political institutions and leaders adequately trained</td>
<td>➢ NCIC reports.</td>
<td>➢ That political leaders will be willing to accept training on</td>
</tr>
<tr>
<td>Stakeholders towards knowledgeable P/CVE.</td>
<td>on P/CVE.</td>
<td>National Assembly reports.</td>
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<tr>
<td></td>
<td></td>
<td>County assembly reports.</td>
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</tr>
<tr>
<td></td>
<td></td>
<td>CSOs reports.</td>
<td></td>
</tr>
</tbody>
</table>

3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE.

- Political networks established for rallying political leaders against VE.
- NCIC reports.
- National Assembly reports.
- County assembly reports.
- CSOs reports.

4. Establish CVE Forums for effective and efficient implementation of the WCAP.

- Ensure that CVE Forums that includes all political stakeholders that can rally against VE.
- NCIC reports.
- CVE Forum reports.

- That political leaders are willing to establish networks against CVE.
- That CVE Forums will implement the principle of inclusiveness.

Goal: A prosperous and secure Wajir County free of fear.
<table>
<thead>
<tr>
<th>Pillar: Access to justice</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| 1. Expand the rule of law and justice systems in Wajir County. | ➢ Enhance all means of accessing justice including Alternative Justice Systems. | ➢ Judiciary reports.  
➢ County Reports.  
➢ Justice Needs Survey. | ➢ That all actors in the justice sector are willing to ensure access to justice for all Wajir residents. |
| 2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE. | ➢ Improve the sensitization of actors in the justice sector on CVE initiatives. | ➢ Judiciary reports.  
➢ County Reports.  
➢ Justice Needs Survey. | ➢ That all stakeholders will accept sensitization on the importance of access to justice. |
| 3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE. | ➢ Establish a justice action platform that will ensure all religious leaders, women, politicians, and youth act against VE. | ➢ Judiciary reports.  
➢ County Reports.  
➢ Justice Needs Survey. | ➢ That all stakeholders have the will to act actively in the justice sector. |
| 4. Establish CVE Forums for effective and efficient implementation of the WCAP. | ➢ CVE Forum to set-up an active access to justice framework. | ➢ CVE reports  
➢ Judiciary reports.  
➢ County Reports.  
➢ Justice Needs Survey. | ➢ That the CVE Forum is willing to protect, promote, and respect the right to access to justice. |
### Goal: A prosperous and secure Wajir County free of fear.

#### Pillar: Rule of Law

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Expand the rule of law and justice systems in Wajir County.</td>
<td>- Increased awareness and respect of the importance of the rule of law as a general principle.</td>
<td>- Judiciary reports.</td>
<td>➢ That all stakeholders understand and will implement the dictates of the rule of law as a general principle.</td>
</tr>
<tr>
<td>2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.</td>
<td>- Sensitization of all stakeholders on the rule of law basis of CVE.</td>
<td>- Judiciary reports.</td>
<td>➢ That all stakeholders have the will to achieve the national value of enhanced and robust rule of law.</td>
</tr>
<tr>
<td>3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE.</td>
<td>- Ensure horizontal enhancement of the adherence to the rule of law among religious leaders, women, politicians, and the youth.</td>
<td>- Judiciary reports.</td>
<td>➢ That religious leaders, women, politicians and the youth are active agents to the adherence of the rule of law.</td>
</tr>
<tr>
<td>4. Establish CVE Forums for</td>
<td>- CVE Forums to be the</td>
<td>- CVE Forum reports.</td>
<td>➢ That CVE Forums as</td>
</tr>
</tbody>
</table>

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Page | 60
effective and efficient implementation of the WCAP. | bastions of the rule of law. | Means of Verification | Assumptions
---|---|---|---
➢ CSO reports.  
➢ County reports.  
➢ Media reports.  

**Goal:** A prosperous and Wajir secure County free of fear.

**Pillar:** Media and online

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| 1. Expand the rule of law and justice systems in Wajir County. | ➢ Using the law and policy-based approaches to enhanced alternative narratives on radicalization. | ➢ Online and public survey reports.  
➢ CSOs reports.  
➢ Media reports. | ➢ That the majority of the targeted groups on Wajir have access to media and online platforms. |
| 2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE. | ➢ Enhanced use of the social media as a tool towards improvement on the knowledge of P/CVE. | ➢ Online and public survey reports.  
➢ CSOs reports.  
➢ Public survey reports. | ➢ That media houses and social media sites are willing to enhance P/CVE initiatives. |
### 3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE.

- Establish strong online and media platforms for P/CVE activities.
- Media reports.
- Online and public survey reports.
- CSOs reports.
- Public survey reports.
- Media reports.
- That most residents in Wajir can access the media or online platforms.

### 4. Establish CVE Forums for effective and efficient implementation of the WCAP.

- The CVE forum to use the media and the online platform as strong tool for CVE.
- CVE Forum.
- Online and public survey reports.
- CSOs reports.
- Public survey reports.
- Media reports.
- That the CVE Forum is willing to use technology as tool for CVE.

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**Goal:** A prosperous and secure Wajir County free of fear.

**Pillar: Psychosocial**

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Expand the rule of law and justice systems in Wajir</td>
<td>Establish and implement legal and policy-based</td>
<td>County reports.</td>
<td>Families will support the legal and policy-based</td>
</tr>
<tr>
<td>County.</td>
<td>approaches to provision of psychosocial and psychological services to the community.</td>
<td>initiatives on P/CVE.</td>
<td></td>
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<td>----------------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.</td>
<td>Psychological and psychosocial sensitization services at the disposal of all families.</td>
<td>There will be sufficient psychosocial counsellors/professionals.</td>
<td></td>
</tr>
<tr>
<td>3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE.</td>
<td>Religious institutions, women groups, and youth groups to be supported on provision of psychosocial and psychological services.</td>
<td>That funds will be provided to these institutions to offer appropriate psychosocial and psychological services.</td>
<td></td>
</tr>
<tr>
<td>4. Establish CVE Forums for effective and efficient implementation of the WCAP.</td>
<td>The CVE Forum to set up a standing department on provision of psychosocial and psychological services.</td>
<td>The availability of funds to CVE to set up CVE forum of psychosocial and psychological services.</td>
<td></td>
</tr>
</tbody>
</table>
Goal: A prosperous and secure Wajir County free of fear.

Pillar: Legal and Policy

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
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<tbody>
<tr>
<td>1. Expand the rule of law and justice systems in Wajir County.</td>
<td>➢ Establish and implement legal and policy-based approaches to deal with VE.</td>
<td>➢ CIPD reports.</td>
<td>➢ That the national and county government is willing to set up a strong legal and policy-based CVE programme.</td>
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<tr>
<td></td>
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<td>➢ County reports.</td>
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<td></td>
<td>➢ CSOs reports.</td>
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<tr>
<td>2. Maintain a focused momentum and stakeholders towards knowledgeable P/CVE.</td>
<td>➢ Enhance the sensitization of all stakeholders on P/CVE.</td>
<td>➢ CIPD reports.</td>
<td>➢ That all stakeholders are willing to adhere to the law and policy-based.</td>
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<tr>
<td></td>
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<td>➢ County reports.</td>
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<tr>
<td></td>
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<td>➢ CSOs reports.</td>
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</tr>
<tr>
<td>3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE.</td>
<td>➢ Setting up a collective platform for legal and policy-based awareness on CVE.</td>
<td>➢ CIPD reports.</td>
<td>➢ That all stakeholders are willing to adhere to the law and policy-based.</td>
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<td>➢ County reports.</td>
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<tr>
<td></td>
<td></td>
<td>➢ CSOs reports.</td>
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</table>
4. Establish CVE Forums for effective and efficient implementation of the WCAP.

- CVE Forum to improve legal and policy-based approaches to CVE.
- CVE Forum reports.
- County reports.
- CSOs reports.
- CVE Forum willing to adhere to the legal and policy-based approaches to CVE.

Goal: A prosperous and secure Wajir County free of fear.

Pillar: Training and Capacity Building

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Means of Verification</th>
<th>Assumptions</th>
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<tbody>
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<td>1. Expand the rule of law and justice systems in Wajir County.</td>
<td>Improved legal and policy framework for training and capacity building.</td>
<td>CIPD reports.</td>
<td>That all stakeholders are willing to be trained on CVE.</td>
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<td>2. Maintain a focused</td>
<td>Enhanced sensitization</td>
<td>CIPD reports.</td>
<td>The funds for sensitization</td>
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<td>Momentum for stakeholders towards knowledgeable P/CVE.</td>
<td>CVE initiatives.</td>
<td>County reports.</td>
<td>CSOs reports.</td>
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<tr>
<td>3. Build a collective platform of religious leaders, women, politicians, and youth for action against VE.</td>
<td>Training and capacity building enhanced in all institutions.</td>
<td>CIPD reports.</td>
<td>County reports.</td>
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<tr>
<td>4. Establish CVE Forums for effective and efficient implementation of the WCAP.</td>
<td>All members of the CVE Forum will be trained on CVE initiatives.</td>
<td>CIPD reports.</td>
<td>County reports.</td>
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## Annex 3: Fundraising Strategies (%)

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<td>Expand the rule of law and justice systems in Wajir County.</td>
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<td>2.</td>
<td>Maintain a focused momentum for stakeholders towards knowledgeable P/CVE.</td>
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<td>3.</td>
<td>Build a collective platform of religious leaders, women, politicians, and youth for action against VE.</td>
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<td>4.</td>
<td>Establish CVE Forums for effective and efficient implementation of the WCAP-PCVE.</td>
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## Annex 4: Budget Estimates

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<td>Expand the rule of law and justice systems in Wajir County.</td>
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<td>2.</td>
<td>Maintain a focused momentum for stakeholders towards knowledgeable P/CVE.</td>
<td>20,000,000</td>
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<td>3.</td>
<td>Build a collective platform of religious leaders, women, politicians, and youth for action against VE.</td>
<td>210,000,000</td>
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<td>4.</td>
<td>Establish CVE Forums for effective and efficient implementation of the WCAP-PCVE.</td>
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<td><strong>Total</strong></td>
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<td><strong>341,000,000</strong></td>
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**Annex 5: Annual Reviews**

Annual reviews of the WCAP will be conducted by the CEF. The annual state of the implementation of the WCAP report shall be presented to the proposed annual Wajir County CVE conference. The following matrix will be used to summarize the review. The review report shall include: Progress on implementation of WCAP activities, key achievements reported, key lessons learnt, emerging issues, challenges and recommendations to address the emerging issues, challenges and respond to the lessons learnt.

Outcome Area 1

<table>
<thead>
<tr>
<th>No.</th>
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<th>Indicator</th>
<th>Baseline</th>
<th>Target</th>
<th>Actual Indicators</th>
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<th>Assumptions and Risks</th>
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